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ABSTRACT

This document is the report of a microstudy to determine the feasibility of collecting statistics on the present patterns of participation in adult education programs in Europe. The study was carried out in the city of Exeter in the United Kingdom. A sample questionnaire and the survey data obtained are included in this report which concludes that the results of the study, although deficient, were considerable because of the cooperation of the Local Education Authority. It is also concluded that this microstudy revealed a notable number of national, regional, and local idiosyncracies in the organization of adult education, and it must be open to question whether a comparative study of European statistics in adult education is yet feasible. (KP)

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Feasibility study in the collection of Adult Education statistics

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STRASBOURG
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FEASIBILITY STUDY IN THE COLLECTION OF ADULT EDUCATION STATISTICS

by J. A. SIMPSON

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Background

"The 70s will be the decade of adult education" said the Prime Minister of Sweden a year or two ago. It is at least certain that official educational forecasts and national plans in some leading industrial countries envisage a development of the education of adults on a scale comparable with the investment made, in earlier epochs, in secondary or technical education; and all the member countries of the Council of Europe, which has endorsed the principles of Permanent Education, are disposed to give urgent consideration to the adequacy of the provision which they make for post-work learning. As a consequence the existing facilities for adult education, the extent of the need and demand for it and the present patterns of participation in adult learning, are being subjected to scrutiny in search of guidelines towards the most effective - and cost-effective - forms of development. Everywhere an obstacle is encountered in the sheer lack of reliable statistical information about the education of adults. By comparision, the planning of other sectors of education is statistically well-informed. This difficulty has been the subject of discussion at the Council of Europe in the Committee for Out-of-School Education and Cultural Development of the CCC for some time, and in 1970 this Committee instructed a small group of experts to examine and report upon the position.

The first meeting of these experts, which was supported by preliminary and subsequent correspondence and documentation, had the advantage of the participation of an expert from UNESCO, which is also concerned with the problem on a world scale. The meeting and its follow-up achieved two things. In the first place it established a definition of Adult Education in harmony with the principles of Permanent Education as approved by the CCC. This definition is set out below on page 4. Secondly, after lengthy exploration, the group charted, behind the superficial appearance of simplicity in obtaining adult education statistics, a daunting range of complexities. These may be summarised as follows:

1. In most of our countries "adult education" as conceived in the context of Permanent Education, and meaning the formal education of adults of all kinds, is not a category grounded in educational law or served by a single authority or administrative unit. This comprehensively conceived adult education is in fact composed of the activities of several agencies with no overall co-ordination or direction. Some of them are departments of central or local government, some

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of them are voluntary organisations working with or without governmental support, some are entirely private and commercial. It is not uncommon to find, for example, that adult education, in the comprehensive sense, is shared by ministries of Education, Labour, Agriculture and Health together with such bodies as the Volkshochschulverband, temperance organisations, churches and commercially provided schools and correspondence courses. A further complication arises from the fact that, where it is used, the term "adult education" or "éducation populaire" or "Erwachsenenbildung" is often given to some particular part of the comprehensive concept - particularly to non-vocational education. Again, the age of "adulthood" varies between these different agencies. From the point of view of working towards European statistics one is faced with the fact that there are permutations of all these possibilities from country to country. However, the central fact of this type of difficulty is that in none of our countries is there legislation or administration which treats all forms of the education of adults as a single category in respect of which statistics are required.

2. Thanks largely to the work of the CCC there is in all our countries a strong recent tendency among "responsables" to think in terms of the comprehensive definition of adult education. Nevertheless, structures have not yet caught up with this kind of thinking. More serious is the fact that such a comprehensive definition covers areas of education which seem to be fundamentally heterogeneous in certain respects - for example in motivation and in criteria of effectiveness. An obvious example is the difference between a Telekolleg course leading to "mittlere Reife" and a recreational course in ceramics. Thus, a single set of statistics even if obtainable, in lumping all courses together, might prove misleading from the point of view of planning. It would seem that clear sub-categories need to be established.

3. A third set of difficulties arises from difference of opinion as to the purpose for which statistics are required. At its first meeting the group of experts noted two levels of purpose. The first of these is propagandist - the object being to present a clear and cogent quantification of the educational disadvantages under which many sections of adults suffer, and of the consequent loss to society of skill, productivity and stability - and this as a matter of urgency. The second level of purpose includes the first, of course, but aims at making available for those who plan the educational future a statistically grounded contour map of the present position in adult education - its accessibility, its effectiveness in responding to human needs - including latent needs - and to societal needs for industrial and civic competence. Clearly, the scope and depth of a statistical enquiry for this second level of purpose are much greater, and the time and resources needed for it also. Much preliminary work would be necessary to identify objective "indicators" of effectiveness and motivation (accessibility),

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a task of considerable complexity even within the socio-cultural patterns of a single country, let alone the further problem of seeking equally valid indicators for, say, Italy, Sweden and the United Kingdom.

Confronted with a report from the experts along these lines, the CCC, on the recommendation of its Committee for Out-of-School Education and Cultural Development instructed the experts to limit the scope of the enquiry and to investigate the feasibility of improving the presentation and comparability of "operationally significant" data for adult education. The group of experts met again in March 1972. It recommended that, ultimately, the CCC should sponsor a statistical project to cover three comparable regions, each in a different country. Because of the limitations of resources at present available, however, it recommended that, as a first stage, there should be a micro-study in the feasibility of collecting statistics, according to the comprehensive definition, in a strictly geographically limited area, such as a medium-sized town. For this purpose Exeter was eventually selected - a university city with clearly marked boundaries and with no outstandingly atypical features.

General considerations concerning the structure of the micro-study

The experts had at their disposal a number of papers relating to the methodology of collecting statistics in such a context; some of them refining the definition, others recommending the topics of enquiry. The question of indicators of effectiveness and accessibility was again raised; for the former, the use of statistics on professional advancement or decline in alcoholism or family rupture or misdemeanour was suggested, but rejected because of difficulty. Among papers circulated were two by Mr. E. A. la S. Fisher, Programme Specialist, in the Division of Statistics at UNESCO - "The inter-relationship of student aid and accessibility to higher education" and "Financial access to higher education". Even with a highly sophisticated methodology and with as clearly differentiated a set as full-time university students, with a public administration geared to the collection of their data, it had become clear, in the words of Mr. Fisher himself, that these data were insufficient to quantify accessibility and "could lead only to qualified judgments and contradictory conclusions". For reasons of this kind questions bearing upon accessibility and effectiveness were not included in the micro-study.

The hope had been expressed that the micro-study might be able to make use of existing findings of research bodies in the chosen country or of statistics collected there as a

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matter of routine. The explorations of the experts established that in France, Germany, Sweden and the United Kingdom there are available some pieces of research and some statistical collections which could be of help, but that they related only to certain sectors of comprehensive adult education. The Italian Instituto Centrale di Statistica recommended a special questionnaire and designed an excellent prototype, but the resources at the disposal of the working party precluded its use. In the Federal Republic there have, recently and currently, been statistical enquiries undertaken by the Statistisches Bundesamt and by organisations such as the Institut für Sozialwissenschaftliche Forschung at Munich, which could implement the annual returns of bodies like the VHS, the Bundesamt für Arbeit and various education and culture ministries. But a composite picture in a federal country is a difficult matter. Although the situation in France is simpler, there are many difficulties. "L'annuaire statistique de la France" contains some of the elements required for our purposes but in France also much of a comprehensive category "adult education" is in the hands of "associations privées" which have their own individual policies with regard to statistics. Much of it also is in the hands of government departments other than the Ministry of Education - notably, the Prime Minister's Office and the Ministry of Agriculture and of Social Affairs. In Sweden the Ministry of Church and Education collects statistics for several types of adult education, but by no means all of those covered by a comprehensive definition. As we shall see, the situation in the United Kingdom is not substantially different, although slightly more favourable.

For these reasons the structuring of the micro-study was based on minimum demands.

The feasibility micro-study

For the purposes of the exercise the following definition of adult education was adopted:

Adult education is the provision made in an area either through the public institutions or through voluntary or private agencies - and in both cases usually declaring themselves to be agencies of adult education - of facilities for systematic learning by anyone whose initial education in schools, colleges, universities, apprenticeship and initial professional training has been terminated. It is the education of anyone who is no longer "in statu pupillari", in any subject or for any purpose whatever. Adult education is characterised by methods which have been designed as suitable for adults. It is essentially characterised by regular classwork and regular attendance at self-study or multi-media courses. It is to be noted that adult education includes vocational education other than initial vocational education.

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Taking this definition the feasibility study consists, in an attempt to find for the city of Exeter, answers to the following questions:

For the year 1971-72

1. What was the population of the city over the statutory school-leaving age.

2. This population restated in the following age groups for men and women (age to be considered at 31 December 1971)

   From school-leaving age - 15 to 24
   25 to 34
   35 to 44
   45 to 54
   55 to 64
   65 and over

3. What was the total number of those attending adult education in respect of the above age groups and sex categories.

4. How many adult education agencies in the area are financially supported by:

   (a) Public institutions

   State - national and regional etc.
   Communities

   (b) Private institutions

   Industry, commerce, trade unions, employers' associations
   Trade unions
   Churches
   Commercial educational establishments
   Broadcast and TV corporations
   Others.

5. Educational level of teaching staff (hierarchy of qualification).

   (a) educational background of teachers

   (b) level of official approval for adult education.

6. Again with man-woman classification, what were the totals in each of the above age groups of those taking courses of the following kinds:

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Courses designed by the promoters to

(a) educate in academic subjects (e.g. history) for cultural and leisure purposes;

(b) educate in practical and creative skills and crafts e.g. music, drama, sports and domestic skills;

(c) prepare for examinations leading to academic and publicly recognised vocational qualifications;

(d) give initial refresher or further training in vocational skills needed by those who are changing their profession or job

- because of changes in the socio-economic structure,

- because of changes in the structure of the individual's personal values and priorities;

(e) promote family, community and political awareness and competence;

(f) others.

6.1 What number of courses were organised

- in the evening
- at the weekend
- in the daytime
  - as part of "congé education"
  - otherwise
- in other ways.

6.2 What is the number of meetings and of hours of the courses.

7. Taking categories 6 (a), (b), (c), (d), (e), (f) above, distribute the totals of students between the following socio-economic categories:

- managerial and professional
- clerical
- skilled manual
- semi-skilled
- unskilled and casual
- non-working population - housewives, pensioners, unemployed.

8. As in 7 distribute the totals between the following educational categories:

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- university graduates and holders of other higher diplomas
- university entrance or secondary leaving standard
- holders of technical, agricultural or commercial school certificates
- persons having attended but not completed a vocational training course
- holders of certificates awarded on completion of compulsory schooling
- persons having completed primary schooling with
    - minimum certificates
    - with no certificates.

9. What is the total of public educational expenditure of all kinds on the population of the city (schools; colleges; adult education etc.).

10. What is the total public expenditure on adult education.

11. What is the total private expenditure on adult education in the area.

12. How much does the student in each of the categories 6 (a), (b), (c), (d), (e), (f) pay in fees for one hour of studentship.

Significance of the questionnaire

It will have become clear from the foregoing commentary that the questionnaire was structured in such a way that it should produce the minimum of information necessary for those who wish to have accurate statistics to state a case for the development of adult education and to give certain general indications of the directions which such a development should take. To explain this it is necessary to refer, however briefly, to some of the issues which confront adult educationists and which are not susceptible of definitive solution until there are adequate statistics.

If one uses the comprehensive definition of education employed here one finds in almost every country great incertitude as to the sheer numerical extent of participation in adult learning. Even within any one country assertion and counter-assertion are to be found on this point. As between countries any conclusion is likely to be vitiated by the fact that like is not being compared with like. Thus over the European scene as well as in individual countries one can encounter from the most responsible sources the following types of contradictory propositions which are unfounded and unchecked so far as any credible quantification is concerned: adult education is a small minority interest which affects no more than 5% of the adult population in any one year, and the demand for it is small. Adult education already involves

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the participation of more than 20% of the adults, the demand for it is increasing and would increase in proportion to the facilities made available. Such demand as there is comes mainly from older people whose children are off their hands or who have the leisure of retirement. The demand is predominantly from young ambitious people anxious to equip themselves for advancement. It comes chiefly from workers in middle life who are conscious of the disadvantages they suffer through the generation gap or who are forced to think in terms of recyclage. Adult education appeals primarily to women. The proportion of women in adult education is too low and is declining. Those who participate in adult education are mainly drawn from the middle classes. One of the chief growing points in adult education is the increasing participation of industrial workers. Adult education courses reflect a cross section of the socio-economic categories. Adult education is handicapped because it is starved of public funds and maintained by struggling voluntary bodies. Adult education is well enough supported by public funds and is held back by its own failure to make provision which is in touch with broad human motivation. The demand for adult education comes mainly from those who have already had an education prolonged well beyond the statutory minimum, and the surest way to increase the demand for it is to improve primary and secondary education. The strongest motivation to adult education is a consciousness of the defects of the initial education which has been undertaken.

One could easily add many more examples of these contradictory assertions from responsible quarters, and this is to say nothing of an enduring debate as to whether the demand - and the need - for adult education is greatest in any one of the sectors indicated in question 6 of the questionnaire. Thus for anyone who is concerned to urge or advise governments to develop their provisions for adult education there is only an insecure statistical basis.

The significance of questions 1, 2 and 3 will have been made clear by the foregoing paragraph. Looking beyond the feasibility study to its European application, however, it must be noted that the statutory school-leaving age, like the age of entry into adult education of the kinds with which we are concerned, varies considerably from country to country. Another difficulty arises from the fact that educational institutions for part-time students often calculate in terms not of individual persons but of enrolments in courses, and there are many cases of enrolment, at the same time, in more than one course by the same person.

Similarly the need for the information represented by questions 9, 10, 11 and 12 will have become apparent - the establishment of absolute and relative totals for public expenditure on adult education. From the point of view of any

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transcontinental comparisons, it will be of the utmost importance to ensure that the same categories of expenditure are covered in each case.. Question 12 is of particular significance in view of the assertion frequently made, and as frequently contradicted, that the cost of courses to the student acts as a powerful deterrent to participation in adult education. With this may also be considered question 6.1. The timing and circumstances of adult education are the subject of a very important controversy, some experts contending that the absence of day-time facilities for adult part-time students is a grave obstacle to the development of adult education. As day-time provision might well necessitate purpose-built premises for adult education - at present the bulk of it takes place in premises devoted to other purposes in the day time and only free for evening use - it is not difficult to understand the importance, to those who plan and assess costs of development, of sound information on this question.

For similar reasons information is needed under question 5. If there is something intrinsically unattractive about a good deal of adult education from the point of view of broad masses of people it may well be the case that the fault lies with the methods of teaching. How many teachers of adults are qualified in their subject at a level comparable with teachers in other sectors of education; and, moreover, how many of them have had any qualification for the teaching of adults; and what official recognition is there of qualifications in the teaching of adults?

Questions 7 and 8, although they are of especial difficulty, have been included because they touch on matters vital to the development of adult education. For what socio-economic strata, and for what levels of previous education should developments be particularly recommended? As we have said there is a great deal of conflicting and strongly held opinion on these matters.

It is apposite to state here that the purpose of the questionnaire and, indeed, of the micro-study as a whole, not to accumulate statistics for the city of Exeter, but to discover how far it is feasible to collect basic statistical information for adult education for a defined geographical area using mainly the routine sources of information and without mounting a special exercise that calls for extraordinary expenditure on the payment of investigators, and extraordinary generosity of time on the part of the agencies, governmental, voluntary and private, that are being investigated. As will be seen, the actual information collected is partial only and falls short in many particulars of the demands made. At each stage there is a commentary on the reasons for this and the outlook for future exercises. Such a feasibility study is a prerequisite of any widening out into regional studies, and recommendations about these will be made.

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Position in the United Kingdom with regard to statistics

(It should be noted that the following account refers only to England and Wales. There is a separate government department for Scotland and the Scottish educational system differs in some significant respects.)

In England and Wales adult education of the kinds covered by our definition is provided by the following agencies:

1. Local Education Authorities - that is to say the democratically elected local government councils of all counties and county boroughs - providing public education in accordance with the Education Act of 1944. So far as adult education in our sense is concerned the relevant section of this Act (41) states:

> "it shall be the duty of every local education authority to secure the provision for their area of adequate facilities for further education, that is to say:
>
> (a) full-time and part-time education for persons over compulsory school age; and
>
> (b) leisure-time occupation, in such organised cultural training and recreative activities as are suited to their requirements, for any persons over compulsory school age who are able and willing to profit by the facilities provided for that purpose."

Section 42 of this Act of 1944 goes on to state that local education authorities, in making their provision, must "have regard to any facilities for further education provided in their area by universities, educational associations and other bodies" and must consult them on the possibilities of co-operation.

The Act does not prescribe the way in which the education authorities must organise their further education provision. There are nearly two hundred of these authorities and their systems differ a good deal. Moreover, it does not need a lawyer's eye to note that the section of the Act quoted above leaves a good deal of latitude to each authority to decide on such things as "adequate facilities", "suited to their requirements" and "able and willing to profit". Thus, even in the legislation we have an insecure basis for national statistics.

The usual practice is that Local Education Authorities offer courses of the kinds with which this feasibility study is concerned in one or more of the following institutions -

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technical colleges, colleges of art, evening institutes (day schools which are used in the evening for adult classes), adult education centres, arts centres and community centres. It must be noticed that the first two of these are mainly concerned with courses of initial education which falls outside the scope of adult education as we have defined it, although from the statistical point of view all the education given in these institutions may be treated globally by the authority as further education with little differentiation. It must also be remembered that authorities do not compile statistics for educational reasons but for financial accounting to the electors and to the central government (Ministry of Education) from which authorities receive a subvention in respect of their further education provision. This subvention takes the form of a "block grant" which is not allocated as between various items of provision. Thus the statistics sent by the Local Education Authority to the ministry are concerned only with gross categories of work. Moreover, in the past decade the ministry has deliberately reduced its demands for statistical information in order to reduce the burden of work upon Local Education Authorities. As a result the statistical information to be found in respect of any given area in the annual report of the ministry (Department of Education and Science) is, for our purposes not very informative. It is a matter of common knowledge that recently, when the ministry set up an independent commission of enquiry into adult education a special ad hoc statistical enquiry had to be addressed to a random sample of Local Education Authorities.

Each Local Education Authority collects and tabulates the statistics regarding adult education which suit its own purposes. Only those, and so far they have been few, which have a development policy for the education of adults concern themselves with most of the statistics required by our questionnaire. Usually an authority's statistics on adult education consist of the number of enrolments in the courses at its establishments, and an incomplete differentiation is made between those students who are taking courses as part of their initial education and those who are post-work students in vocational or non-vocational subjects. In order to obtain the total of students who fall to be considered under our definition of adult education a time-consuming, and therefore, costly process of extraction is necessary. But even when this extraction has been accomplished there are no answers to a number of our questions. For example, in the case of age groups the Local Education Authority is usually interested in the number of students who are under 18 or 21 because there are lower charges made to such students for their courses; similarly with students aged over 65. Apart from these age groups no differentiation is noted. Again, so far as total expenditure on adult education is concerned, not only has the process of extraction to be done but also an extremely complex

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research must be undertaken in respect of the subventions which are made by authorities to educational associations and bodies which serve much wider territories than that of any one authority.

It has been important to go into these points about Local Education Authorities because they are the largest agents of adult education, with something like two million students.

2. Second in importance and size are the Responsible Bodies for Adult Education (the official title given them by regulations under the 1944 Act). These are the extra-mural departments of a number of universities up and down the country - they include Exeter - and the districts into which the national work of the Workers Educational Association is organised. Each of these departments and districts receives a grant direct from the Ministry of Education, and Local Education Authorities usually give them a subvention. The statistics collected by the Responsible Bodies are more thorough than in the case of Local Education Authority courses, and often, but not always, indicate the profession of the student. No account is taken of age over 18, but one can rely on the fact that all the students are within our definition.

It has to be noted, however, that the number of students in Responsible Body courses is comparatively small - some 250,000. Moreover, from a local statistical point of view a major difficulty arises. The area for which a Responsible Body caters is not coincident with that of a Local Education Authority. For example, the University of Exeter Extra-mural Department serves a vast territory which includes the areas of the counties of Devon and Cornwall and two other boroughs as well as Exeter - making five Local Education Authorities in all. The position is similar for the south western district of the WEA which serves Exeter.

3. The Department of Employment. This ministry is responsible for courses of training and retraining for adult workers who need to change their job for one reason or another. The regional office of the ministry serves a wide area including Exeter, and has no particular reason for compiling statistics in respect of this one city. Figures for a local employment situation can, of course, be the subject of political controversy, and officials show a proper caution in releasing information of this kind without careful checking and sanction. Requests for such information must therefore be kept to a minimum and must not appear to invade the confidential relationship between the department and its clients - important where small numbers of people, easily identifiable in a small city, are involved. Considerably less difficulty of this kind would, of course, arise if the unit of investigation were a whole region or the country as a whole.

4. The Open University is a national institution which offers courses at various stages leading to a degree and is designed for adults who may have no previous academic qualifications or experience. The courses consist of radio and television broadcasts, correspondence, tutorial meetings and summer schools. The Open University is a celebrated educational development which is still in an early stage and it undertakes a great deal of statistical research about the nature of its student body. There is no difficulty, in principle, about the availability of this to an authentic enquirer, but, once again, there is the obstacle of extraction. The Open University is organised in regions and the South West region covers a vast territory of which Exeter is only a fragment.

5. The British Broadcasting Company and the Independent Television Authority provide an extensive range of courses in subjects ranging from dressmaking, family budgeting, management studies, foreign languages to refresher courses for doctors. The BBC and ITV have developed techniques for estimating the numerical response to individual courses, and the sales of accompanying booklets are some indication. Thus an informed estimate of the numbers taking courses that fall within our definition can be made in respect of an area, but this estimate cannot be described as statistical in the sense required, and, of course, it tells nothing about age, socio-economic status, etc.

6. There are a number of privately owned and commercially organised correspondence schools in the United Kingdom. They operate nationally and some of them are institutions of considerable size and reputation. They are under no legal obligation to register with any public authority or to provide statistics, and no comprehensive list of these schools is available. There is, then, no way, apart from a process of special investigation, of finding out which of these schools has Exeter residents enrolled; and the schools, operating confidentially and competitively would be reluctant to release information which would indicate the nature of their clientele or the extent of their enrolments.

The same diffidence about co-operation in a statistical enquiry is to be expected from local schools and colleges which are privately owned and which provide, on a commercial basis, courses in automobile driving, ballet, English for foreigners, shorthand and typing or musical instrument playing. Such schools make no enquiries of their students as to age, status, etc. and such enquiries would be resented by the customers.

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7. Industrial and commercial firms everywhere do a good deal to organise courses for their staff. By far the greatest part of these, however, falls under apprenticeship or initial training - not the post-work education with which we are concerned, but the education necessary to make the fully competent bank or insurance worker or salesman or mechanic. So far as adult education in our sense, including up-dating courses, is concerned the firms tend to turn to the Local Education Authorities - the Industrial Training Act makes provision for this. The courses are given in Local Education Authority institutions and are covered by the statistics which these institutions return. Similarly, certain firms have had recourse to the university extra-mural department for courses for their professional workers (e.g. accountants or technologists), and, once again, the statistical record is kept by the university.

It is very rare in the United Kingdom for courses to be arranged by chambers of commerce or trade or by employers' federations. So far as trade unions are concerned, they do not organise courses themselves but seek the co-operation of the Workers Educational Association. There is a growing volume of work of this kind put on by the WEA and the statistics come under those collected by each district of the WEA.

8. Churches and voluntary organisations. In Britain the churches are not, either officially or in public esteem, regarded as agencies for the education of adults except of course in the fundamental matter of religion, and, thanks to an embittered history, this is usually excluded from consideration as education. Nevertheless, a large number of individual churches, dependent upon the inclination of the priest and congregation, have programmes of education in the lay sense. Whatever takes place is entirely private, without register or record and no statistics are available.

The United Kingdom is rich in voluntary organisations which range from Consumer Associations, Working men's Clubs, Red Cross, Townswomen's Guilds, to Alcoholics Anonymous. From time to time any of them may organise their own courses without reference to any authority. The quantity and quality of statistics about these varies. In some cases an organisation will seek the assistance of a Local Education Authority which will provide a teacher - similarly with the Responsible Bodies. In these cases the statistics will be provided by the LEA or the RB.

9. Some areas of the country have been the subject of statistical research undertaken by those concerned with the Responsible Bodies, or with the work of adult centres or by Her Majesty's Inspectors. None of this research, however, so far as is known is based upon the comprehensive definition of adult education with which we are operating here. Some of the indications which this research has given - for example that adult education appeals mostly to those who have already had more than the minimum of initial education - may well not be valid within our wider context.

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Statistically then, the British situation may well seem to be unpromising. However, it must be remembered that the vast majority of adult education is provided by four agencies; Local Education Authorities, the Responsible Bodies, the Open University and the Department of Employment. All of these have accurate statistics although of a restricted range. So that, if one omits the BBC and ITV courses about which there is no reliable statistical information, one can say that the foundation for a statistical enquiry exists for something like 90% of British adult education. In respect of a very considerable number of the students in this 90% the position is likely to be improved shortly by the introduction of a system of automatic data processing in all major establishments of further education - a system which involves a much wider range of information about the student than has hitherto been practicable.

Situation in Exeter

This national situation is fully reflected in Exeter. So far as the main agent of adult education, the LEA, is concerned, the city is favoured from the statistical point of view, by the compactness, clear definition and medium size of the geographical area. Moreover, Exeter is a participant in the CCC European Towns Project and the civic and educational authorities are accustomed and sympathetic to European enquiries and more readily disposed to make time for co-operation even where extraction processes are involved.

A complete list of the agencies of adult education operating in Exeter is given in the answer to Question 4. It may be added that no research of a relevant kind has been undertaken for the city. The present study is the first attempt to obtain a statistical picture of comprehensive adult education. No machinery exists for such a compilation; adult education is provided by a heterogeneous collection of agencies with no overriding authority to co-ordinate it. Thus the procedure followed in answering the questionnaire depends upon making grand totals of a number of separate totals some of which are far less reliable than others. An attempt is made at each stage to indicate strength and weakness.

Some general information about the city may well be useful. In 1966 it had a population of 92,550 of which:

21% were in infancy or initial education
61% were gainfully employed
18% were retired.

This proportion of retired people is higher than the national norm. It accounts for a higher ratio, also, of women to men - 47 : 32 - because of the greater longevity of women.

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Exeter is surrounded by rich stock and dairy farmland. An increasing number of farm workers live in the city, and the city is the principal market for agricultural produce. Exeter serves a wide area of 1800 square kilometres as a centre for education and socio-cultural activity - museums, theatre, cinema, concert hall, sports stadium etc. It is the principal railhead, airport and coach depot for extensive areas, and it serves as the chief medical centre, with 15 hospitals. The city is also the centre for professional and skilled technical services. It is "a heritage town" and attracts tourists, having a developed catering and hotels industry with some 10,000 visitors a year. The university has a staff, of all grades including maintenance, of 1,100.

In 1966, of Exeter's working population:

4% of workers were in primary industries
15% " " " " manufacturing industries
80% " " " " services inc. distribution.

The proportion of manufacturing industrial workers is smaller than the national norm. It also contains a higher proportion of highly skilled technicians. Most of the industrial firms (70%) are small with fewer than 50 workers. A breakdown of the occupational pattern gives:

Agriculture and forestry	3.5
Mining and quarrying	0.5
Manufacture	15.8
Construction	9.1
Gas, electric., water supply	2.6
Transport	7.9
Distribution	16.1
Bank, insurance, finance	5.1
Professional inc. education	20.0
Miscellaneous service	12.9
Other	6.5

While there has been no adult education research undertaken in respect of Exeter as a unit, there has been an intensive survey of socio-cultural demand and facilities and participation by the population - including participation in adult education of a non-vocational kind - undertaken by the youth and community officer of the city in respect of several neighbourhoods, and completed, by questionnaire less intensively, by the town clerk for the purposes of the European Towns Project. Interim conclusions on this survey indicate that:

> "Exeter is far from being an apathetic or passive or individualist society so far as these aspects of culture are concerned. The extent and range of active interests, group commitment and readiness to help must compare very

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> favourably with other cities at home and abroad ... There are clearly a number of interests over the city as a whole which find no outlet. There are some localities where a lower level of cultural aspiration is prevalent. In this respect Exeter follows national patterns ... By and large, it seems that activity, response and interest in cultural development are weakest both in the most and the least favoured areas from the socio-economic point of view."

These employment and culture patterns will be reflected in adult education provision.

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Answers to the questionnaire

1. What was the population of the area aged over statutory school-leaving age - men - women.

The answer to this question is based upon the estimates of the advance analysis of the national census for 1971. The final details are not yet available, including the men-women division.

The total population aged over 15 is 72,700.

2. Restate this in age groups.

This cannot be done precisely but the following figures are accurate:

16 - 25	16,160
26 - 35	11,060
36 - 45	10,725
46 - 55	11,405
56 - 65	11,565
66 +	13,100

3. What was the total number attending adult education institutions stated in the above age groups.

The answer to this question can only be made in a composite fashion with reference to a number of institutions etc. as outlined in the answer to question 4. For convenience of presentation this total will be given appended to question 4.

4. How many financial institutions in the area are financially supported

(a) by public institutions

(b) by private institutions

Answer:

(a) (i) Financed by the Local Education Authority, although costs partly met by student fees:

- Exeter College of Further Education (Technical College)
- Exeter College of Art
- Exeter Community Centre
- The John Stocker Evening Centre
- St. Thomas Evening Centre
- St. James Evening Centre
- The Priory Evening Centre
- Beacon Heath Evening Centre
- Topsham Evening Centre
- Hele's Evening Centre
- Ladysmith Evening Centre
- Vincent Thompson Evening Centre.

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(ii) Partly financed by the Ministry of Education, partly by university resources, partly by Exeter City LEA and partly by student fees:

The University of Exeter Extra-mural Department

(iii) Partly financed by the Ministry of Education, partly by its own organisation resources, partly by Exeter LEA and partly by student fees:

The South West District of the Workers' Educational Association

(iv) Financed by the Ministry of Education and by student fees:

The Open University

(v) The Department of Employment.

This is a government department financed out of taxation.

(b) Privately financed

- Correspondence schools
- Commercially managed schools. In Exeter there are at least:

11 schools of motor car driving
2 schools of ballet
2 schools of dancing
3 schools of English for foreigners
1 school of commercial subjects (steno etc.)

- Voluntary organisations

Among a large number of these the most likely to arrange courses of learning are:

- The Townswomen's Guild
- The Womens Institute
- The Co-operative Women's Guild
- The British Red Cross
- St. John's Ambulance
- The Association for the Blind
- The Disablement Fellowship
- The South West Council for Alcoholism

In a special category are:

- The British Broadcasting Corporation and the Independent Television Authority.

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Answer to Question 3 above:

(a) Exeter College of Further Education. This is a very large establishment with some 4,000 students. The majority of them are young people working for qualifications of relevance to their future careers, but in a number of the courses there are adults, already established in a career, who wish to take a qualification either to change their career or for purely cultural reasons. Without personal investigation of each case it would be impossible to arrive at accurate statistics. The following estimates are based upon available statistics and the advice of the tutorial staff.

While the courses at the college are preponderantly designed to prepare for professional or academic examinations at various levels, and are, for the most part, taken by people in their initial education, there are three categories of student which fall within our definition:

- adults who wish to take an examination in order to qualify for a new profession. An example is found in students who take the "O" level examination in English or Economics en route to qualification as a social worker; or in a widowed housewife qualifying as a secretary;

- adults who, without thought for the professional significance of a course, take it as a part of general (academic) culture. Examples can be found in courses in sociology, or economic history; similarly, adults who take examination courses merely to increase their level of practical and creative skill;

- adults who take professional training as arranged either by business firms or industrial training boards or the Department of Employment.

The total number of students that fall within our definition of adult education and are enrolled in the college may be estimated as 649. Unfortunately it has not been possible to add details of age or sex. There was no intrinsic obstacle to this sub-division. It was simply that the process of investigation would have entailed too great a distraction from their teaching and administrative functions for a sorely pressed staff.

(b) Exeter College of Art is also an establishment primarily for students who do not fall within our definition of adult education. After considerable discussion with the Principal and staff the following total of adult education students at the college has been arrived at:

239 of whom 179 are women, 60 men. All over 18.

No note is taken of the ages of students over 18.

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(c) The Exeter Community Centre provides courses of non-vocational subjects in the same way as the evening centres and for our purposes may be lumped with them. The centres are day secondary schools which in the evening are used as centres of adult learning, having good facilities, studios, laboratories, woodwork, metalwork and housecraft rooms:

	Male	Female	
St. Thomas with John Stocker Centres	95	483	533
Ladysmith Centre	170	105	275
St. James Centre	144	831	975
Vincent Thompson Centre	142	89	231
The Priory Centre	128	475	603
Topsham Centre	10	42	52
Community Centre	11	295	306
Beacon Heath and Hele's Centres	67	68	135
	767	2,343	3,110

However, these centres are attended by a substantial number of people who are not Exeter residents but come from the surrounding countryside. Thus the true total for attendance at centre courses is:

2,716

Age and sex:

	15-16	17	18	19	20	21+	Total
Males	62	10	4	5	6	590	677
Females	62	12	20	22	26	1,897	2,039
Total	124	22	24	27	32	2,487	2,716

(d) University of Exeter Extra-mural Department. The following figure contains some students who are not Exeter citizens.

There were: 642 students all aged over 18.
383 were women; 258 men.

(e) The South West District of the Workers Educational Association

There were: 826 students all aged over 18.
The exact sex distribution is not readily available but a safe estimate would be: 500 women; 326 men.

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(f) The Open University. Fifty Exeter students were enrolled for the year in question. Information about age and sex is lacking. The best estimate available is that the division is in the order of 20 women to 30 men. The predominant age is likely to be between 25 and 40.

(g) Department of Employment. 162 Exeter and district residents took courses arranged by this Department. There is no information about age and sex but the subjects of the courses suggest that no more than 20 women were involved. All were over school-leaving age.

(h) Information is not forthcoming from correspondence schools. Most of the students at the commercially provided schools (steno, ballet, etc.) are juveniles or in initial education. This, of course, is not true of the motor driving schools. If these are left out of account it is safe to assume that adult students in correspondence schools and commercially provided schools would for 1971-72 amount to fewer than 100 Exeter resident adults.

(i) The position is similar with regard to the voluntary organisations listed. A generous estimate of persons in those organisations who took courses within our definition of adult education and not listed under the other headings given here would be: 150.

(j) As has been pointed out earlier it is not possible to make even a conjecture at the number of persons in Exeter who in the period followed radio or television courses.

We can thus sum up:

Exeter College of Further Education	649
Exeter College of Art	239
Evening Centres	2,716
University of Exeter	642
Workers Educational Association	826
Open University	50
Department of Employment	162
Others	250
Total	5,534

Thus, taking the total number of adults at 72,700 we arrive at a percentage of participation in adult education of 7.5%. Covering as it does such differences in depth and subject of study, it is to be questioned whether this percentage is meaningful. It is not possible to apportion it between age groups or between men and women, or, as we shall see between socio-economic classes. However, from what is partially revealed, and from the opinion of adult education workers in the city it is possible to say that something like 2/3rds of the students are women; that the bulk of the students are over 40 years of age; and that the majority are drawn from the middle class with very small representation of the manual worker and his wife.

5. What is the level of qualification of teaching staff - hierarchy of qualification and degree of official approval.

It must be observed immediately that there is no recognised form of qualification in the United Kingdom appropriate to the teaching of adults. The question is therefore only susceptible of answer in the following form:

Local Education Authority establishments usually insist that the teacher of adults has a qualification in the craft or skill or branch of knowledge or expertise which is taught. These, of course, will vary from technical certificates and diplomas to university degrees. It must be remembered that some subjects have no appropriate qualification other than experience and reputation, e.g. yoga, karate, flower arrangement. For work in colleges of further education there are forms of training in andragogical methods but they are not an essential qualification for employment. The teachers engaged in adult education at the Exeter College of Further Education and the College of Art are all highly qualified in their subjects. Of 107 teachers engaged at the Evening (including Community) Centres, a substantial proportion, amounting to almost 50% is composed of persons who are teachers in the day schools and hold teachers certificates, diplomas of education and/or university degrees.

Teachers in university extra-mural departments are without exception university graduates, many with higher degrees; Workers Educational Association teachers all have university degrees. Teachers in the Open University have the same qualifications as teachers in any other university. Those who take courses arranged by the Department of Employment have appropriate trade qualifications. Those who teach material presented by voluntary organisations, such as the Red Cross, have the qualifications required by that organisation, usually its own certificates, although medical practitioners take some of the lectures.

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It must be rememberd, however, that these statements are pure history and not a matter of regulation. Anybody, regardless of certification, whom the providing authority deems competent to employ may teach adults in the United Kingdom and there is no recognised form of training or qualification for this work.

6. Classified men-women and into age-groups, what were the totals of students in each of the following categories of courses:

Courses designed to:

(a) educate in academic subjects such as history, for cultural and leisure purposes;

(b) educate in practical and creative skills and crafts - music, drama, sports, domestic skills;

(c) prepare for examinations or qualifications in academic or vocational subjects;

(d) give initial, refresher and further training in vocational skills to those who wish to change their profession

- because of new economic circumstances
- because of a wish for advancement;

(e) promote family, community and political awareness and competence;

(f) serve other purposes.

It will have become clear already that the subdivision of these totals into men-women and into age-groups is not possible. Although the rest of the classification has been made it is necessary to draw attention to its lack of precision. This is inevitable without a personal enquiry made of each student, for we are in the realms of motivation which is not adequately revealed by statistics available. It is not possible to say, for example, whether a student taking a course of economics from the Extra-mural Department of the University is acquiring this knowledge for vocational or cultural reasons. Similarly a number of people may be taking an examination course in photography at the College of Art simply for leisure purposes and with no thought of its vocational application. However, by and large the statistics which follow give a reasonably true picture of the division of interest among adult students.

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NUMBER OF STUDENTS IN THE FOLLOWING CATEGORIES OF STUDY

	(a) Academic subjects for cultural purposes	(b) Practical and creative subjects	(c) Examination subjects	(d) Refresher and other vocational training	(e) Family, Civic and Political	(f) Other
College of Further Education	192	80	238	139		
College of Art		184	41	14		
Evening Centres and Community Centres	198	2,320	162		18	18 (Yoga)
University Department of Extra-mural Studies	419		12	194	17	
Workers Educational Association	533	28		52	157	56 (Yoga)
Department of Employment				162		
Open University			50			
Other Agencies	(No figures available out of the estimate of 250			100	150	
TOTALS	1,342	2,612	503	661	342	74

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Thus the largest blocks of work fall in (a) and (b).

(a) is composed of subjects such as aesthetics, psychology, sociology, literature, archaeology, economics, astronomy, mathematics, the sciences and foreign languages and literature.

(b) in the provision of the Evening centres there are:

24 courses in needlework subjects - dressmaking, tailoring etc
22 " " painting and sketching
17 " " dry-ski and keep-fit
14 " " cookery
13 " " wood and metalwork
8 " " pottery
5 " " flowers
5 " " folk dances
12 " " hobbies - such as antique furniture, bridge, wine-making, Stock Exchange dealings, cine-making, glass engraving.

6.1 What number of courses were organised:

- in the evening
- in the daytime
- at weekends
- for several consecutive days
- as part of congé-education or day- or block-release.

Exeter College of Further Education

Of courses containing students within our definition:

51 were held in the daytime
14 " " " " evening
No other courses concern our survey.

Exeter College of Art

Of courses relevant to our enquiry:

10 were held in the evening
1 was held in the daytime
No other courses are relevant.

Exeter Evening Centres (including Community Centre)

134 courses were held in the evening
16 in the daytime
No others.

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Exeter University EMD

25 courses were held in the evening
2 were held in the daytime
1 was in the day and evening of several consecutive days
2 were arranged on a day-release from work basis.

South Western Workers Educational Association

21 courses were held in the evening
5 were in the daytime
3 were on a day-release from work basis.

The Open University

Study is so divided that the question is not meaningful.

Department of Employment

The courses are all held in the daytime.

Voluntary organisations and other providing bodies listed

The majority of courses are held in the evening and there are few exceptions.

Thus 204 courses were held in the evening; 79 in the daytime; and there were 5 examples of release from work. This does not express the true preponderance of evening work because only a minority of relevant students are in the 51 day classes at the College of Further Education.

6.2 What is the number of hours of the courses.

There is no single answer. The most common patterns for evening courses are:

College of Further Education and College of Art

2 hours a week for 24 or 36 weeks.

Evening Centres

2 hours a week for 20 weeks.

University and WEA

1½ hours a week for 20 or 24 weeks.

Open University

A minimum of 10 hours a week is demanded of students.

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Department of Employment

Duration and time according to profession.

There are, however, in all cases except the last two mentioned, a number of shorter courses. It must be noted too that the time stated for the Open University includes study and written work while in the case of the first five institutions listed above merely the hours of classwork are stated without reference to home study and practice.

7. Taking categories (a), (b), (c), (d), (e), (f) in question 6 above, distribute the totals between the following socio-economic categories:

- managerial
- clerical
- skilled manual
- unskilled and casual
- non-working population - housewives, retired, unemployed.

It would be impossible to attempt an answer to this question without arranging an individual questionnaire of a confidential nature to each student - a formidable, but by no means unprecedented operation. Even with this method, however, the question as it stands would involve a subjective judgment about the nature of work in a number of cases. More serious is the fact that a substantial proportion of the students are listed as housewives, and it is more significant from the point of view of the status of participants to know what is the occupation of the husband.

Students at the College of Further Education and College of Art and at the Evening Centres furnish no particulars of their or their husbands occupation. From the opinion of their teachers, however, it seems to be the case that the majority are in the managerial and clerical categories, if one includes the wives of these categories and those who have retired from such occupations. (Managerial must be taken to include professional business and farm owners, etc. and clerical to include certain other types of work such as nursing.)

The University Extra-mural Department and the Workers Educational Association do keep a record of the occupations of students in their more substantial (longer) courses. It is, however, defective in that "housewife" tells us nothing about the occupation of the husband. Nevertheless, the following incomplete picture emerges:

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Of 642 University EMD students:

292 were managerial and upper clerical (e.g. bank clerks)
10 were skilled workmen
1 was an unskilled worker
1 was unemployed
37 were retired.

This leaves 301 who were either listed as housewives or are unrecorded as to profession.

Of 826 WEA students:

128 were managerial and professional
74 were clerical
28 were skilled workers
53 were retired.

This leaves 543 for whom details are not available.

In the opinion of the directors of the work of both these agencies, the figures given would be a rough index of the general position. (It must be added that, as we have already noted, the occupational structure of Exeter is weighted in favour of professional services and against large-scale industry. However, such partial investigations of this kind as have been made in other areas, even heavily industrialised, suggest that adult education as provided by the Local Education Authority and the Responsible Bodies (university and WEA) makes its strongest appeal to the middle classes.)

The Open University has no statistics on socio-economic categories for Exeter. It is, however, undertaking considerable research on a national scale into the composition of its student body and interim findings suggest that:

2/3rds are men
50% are aged 21-30 years of age
40% " " 31-45 " " "
30% are teachers in the nation's schools
12% are in other professions
12% are technologists and technicians.

It is a matter of concern to the authorities of the Open University that semi-skilled and unskilled workers are so little represented.

It may be assumed safely that all the students taking courses arranged by the Department of Employment are skilled or semi-skilled workers.

About the students in courses provided by the other agencies listed in answer to question 4 there is no information.

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8. As above, distribute the totals between the following educational categories:

- university graduates and holders of higher education diplomas
- university entrance standard
- holders of technical etc. certificates
- those who have attended but not completed courses for technical etc. certificates
- those who left school at the minimum statutory age and have had no further education.

Any answer to this question would be a matter of pure conjecture. Something may be derived from the occupational patterns suggested above. It is also the general conclusion of such research as has been done in the United Kingdom that adult education appeals to those who have had considerably more than the minimum of education prescribed by law. An interesting feature of the Exeter courses provided by the university and WEA is that they contain a noticeable number of students at present attending universities and technical colleges full time and who voluntarily diversify their studies with leisure learning.

9. What is the total of public expenditure on education of all kinds for the city (including adult education).

The difficulties of extraction have already been mentioned. Without such processes the nearest figures which can be obtained are:

by Exeter Local Education Authority

£4,798,113 gross
(£3,676,430 net).

by other agencies (see below)

£16,455
(this figure is based on a personal estimate only).

Total £3,705,655.

10. What is the total public expenditure on adult education for the city.

The bodies which expend public funds on adult education are:

Local Education Authority

- College of Further Education. It is impossible to extract the small fraction of the total expenditure which is appropriate to those students who fall within our definition of adult education.

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- College of Art. Similarly here.

- Evening Centres. The net cost to the public after an expenditure of £10,853 and an income, largely from student fees, of £10,248 was £305.

Others:

- Extra-mural Department of the University. This body received £28,500 from public funds in respect of its total area covering two counties and the included boroughs. Calculating proportionately to population its expenditure in respect of Exeter was in the region of £100.

- The Workers Educational Association by a similar calculation expended some £50 in respect of its work in Exeter.

- It has been estimated unofficially that a place at the Open University costs £220 (without allowance for recent cost increases). This would give a total of something like £11,000 in respect of Exeter students.

- No indication is available about the expenditure in respect of Exeter of the Department of Employment. As well as teaching costs and equipment there may well be considerable sums for student travel or residence. It would seem likely - although this is no more than a personal conjecture - that the expenditure does not exceed £5,000.

The net cost of students at the College of Further Education and College of Art is not likely to exceed the net cost of students at Evening Centres and may be estimated at £300.

These figures would give a total of public expenditure on adult education of £16,755. That amounts to less than ½% of the total educational expenditure.

Sufficient has already been said to qualify these statistics as, in many respects, provisional and conjectural. More than that, Local Education Authority expenditure on adult education tends to take account only of teaching costs and to omit the necessary proportion of total administrative and clerical costs, the cost of advisory services and proportions of the costs of maintenance of the buildings used for courses. Nor does LEA expenditure include its grants to the university and to voluntary associations, including the Workers Educational Association.

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It is to be noted that a number of attempts to cost adult education, although on a narrower definition, have been made in this country. All have encountered the enormous difficulties of extraction. Their results have not differed significantly from the estimates made here for Exeter.

11. What is the total of private expenditure on adult education in Exeter.

It is not possible to answer this question. The answer would have to be built up from the fees paid by students not only in the courses which receive public subvention, but also the fees paid to private schools and correspondence colleges giving courses and also from the accounts of voluntary organisations like the Red Cross. As has been indicated the greatest quantity of adult education is provided by the Local Education Authority, the two Responsible Bodies, the Open University and the Department of Employment. By far the largest expenditure by private persons and bodies upon adult education consists of the fees paid by students. Some indication of the nature of these is given in the next answer.

12. How much does the student pay in fees for courses in the categories listed in question 6 - given as the fee for one hour of studentship.

College of Further Education	Either £00.10 or £00.07 dependent upon level of intensity
College of Art	£00.05
Evening Centres	£00.085
University Extra-mural Department	£00.08
WEA	£00.05
Open University	It is not possible to break down the fees in the required way. For a year's course a student pays a fee of £25, his books cost £10-15 and his obligatory summer school costs him £25 ... a total of £60 or 65.

The Department of Employment does not charge fees.

It should be noted that course fees for LEA courses are reduced in the case of students under 19 years of age and over 65 years of age. The Responsible Bodies charge reduced fees to those over 65.

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Recommendations

1. The collection of statistics according to the given definition is quite feasible provided that sufficient time and resources are devoted to the process. It is not feasible, even in a limited geographical area, within the framework of time and resources available for the exercise completed here. Routine statistical sources are defective and special operations, including ad hoc random sampling of students, and considerable clerical work in "unscrambling" existing statistics, are necessary for an accurate picture.

2. The study of a smaller geographical area has disadvantages. A clearer and more readily available picture could have been made of a region which coincided with the area of competence of the geographically largest of the main agencies involved. Nevertheless it must be noted that this would have increased the number of students to be processed - increasing the adult population from thousands to millions - and so would have been a longer and costlier operation.

3. If such an extensive region is to be studied, even with a questionnaire as simple as the one used in Exeter, it will entail the full-time services of an expert and an assistant for at least six months; and it will necessitate adequate finance to cover the costs of clerical work, which cannot be undertaken by hard-pressed authorities and organisations.

4. In addition, in order to secure the full co-operation of the major agencies of adult education, it will be necessary for the CCC to announce and introduce the study, through the national government, with considerable emphasis and an explanation of its European significance.

5. Before any such regional survey is undertaken it will be necessary for the Committee for Out-of-School Education and Cultural Development to put in hand the business of full clarification of certain statistical topics - for example, those covered by questions 6, 7 and 8 of the present questionnaire. Objective indicators must be found together with clear, exclusive categories.

6. The partial results of the present enquiry in Exeter reveal one or two minor surprises, but, generally speaking, the figures add little to a picture which could have been furnished, without statistical research, by any informed adult educationist familiar with the British scene. It is, then, a question whether a study which omits reference to effectiveness and accessibility is sufficiently rewarding. Yet, as we have said earlier, much preparatory work needs to be done before these topics can be made susceptible of statistical enquiry.

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In conclusion

It will be for the Committee for Out-of-School Education and Cultural Development and any working group which it may commission to draw conclusions from this report. The author wishes simply to make two observations.

(a) The results which have been obtained in this exercise - and although they are deficient they are considerable - could not have been achieved without the generous co-operation of the officers of the Local Education Authority and the principals of colleges and the directors of the other agencies. Their readiness to help would have added even further to their burdens had not the author of the study exercised some discretion in making requests.

(b) The study has revealed a notable number of national, regional and local idiosyncrasies in the organisation of adult education, and it must be open to question whether a comparative study of European statistics is yet feasible. If the answer is negative then the prime objective of the Committee for Out-of-School Education and Cultural Development might well be to try to induce governments to collect their statistics according to a new model which would be in accord with the comprehensive definition of adult education arising from the principles of permanent education that have been endorsed by all members of the CCC. A first step toward this would be the elaboration of a scheme which is at once comprehensive and realistic and which could be recommended to governments.